is partly the outcome of historic causes and has partly been generated by differing local conditions and ethnic origins. Under Ottoman administration present-day el 'Iraq comprised the three vilayets of Mosul, Baghdad and Basra, each somewhat jealously watching, and watched from, the capital. This separatism was accentuated by divergent economic orientations. Mosul looked primarily northwards; Baghdad to Persia and the bordering desert; Basra to the sea. And superimposed on the traditional differences between the ancient vilayets were the more varied and more stubborn ones arising from differing natural conditions. Local social influences combined with these varying conditions to produce different practices, as well as to promote different policies, in different districts. 423 184

The general absence of reliable information was nevertheless baffling. For although principles are useful guides, and illuminating discussions can be based on generalities, which may or may not be true, a more dependable foundation is needed before measures of constructive reform can be confidently embarked upon. 423

8. My first care was to seek copies of all important previous papers dealing with the land problems of the country. Naturally many were unobtainable, while others were rare or fragmentary; but a number of those that remained call for gratitude and acknowledgment from a later worker in the same field. Several papers, written in the days of the early administration by experienced officers of the Indian Government, outlined measures for settlement which, if steadily applied and developed, should by now have gone far to mitigate, if not remove, the worst existing disabilities. Unfortunately, the promise of this preliminary work was interrupted and never took shape. 122 114

A fresh impetus seems to have been given to the consideration of reform by an extremely able "Note on Land and Revenue Policy," written by Mr. S. H. Longrigg, late Inspector General of Revenue, in May 1926. A series of most interesting and instructive discussions followed. But the writers commonly recognise the unavoidably academic nature of many of these discussions and the need to subject proposals to experimental trial, owing to the absence of adequate information of existing conditions. It is greatly to be regretted that such trials were not made. Measures of reform consequently continued to be confined to paper debates. This sterile result was ascribed to the lack of a formal acceptance and pronouncement by Government of its intended policy. Actually the fewer pronouncements of abstract policy that are made the better for the prospects of useful reform. The failure to do anything appears in fact to have been primarily due to the lack of a competent executive service charged with the study and conduct of such reform. 114 185

4. Even if there had been full and exact information available at the Headquarter Offices of Government, it would have been desirable that I should visit each province (Liwa) and get in touch with its conditions on the spot. The general lack of such information made it imperative to secure some expression of the great volume of local knowledge and experience of the actual operation of land tenure and its incidentals from day to day, that was dispersed throughout the country. 121

The procedure adopted for my inquiry while in el 'Iraq may be summarised under five heads. Firstly, I endeavoured to secure copies of all important correspondence and papers dealing with the land problems of the country as already mentioned.

Secondly, I drew up a questionnaire which was issued by the Ministry of the Interior to all provincial (liwa) authorities. This asked (i) for the 124

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AUTHOR'S FOREWORD

At the invitation of Unesco I visited Iraq during the autumn of 1950 to undertake a study of the problem of compulsory education. It was soon discovered, however, that although the terms of reference were relatively simple, the problem is enormous. Rapid educational progress in certain directions has been made since Iraq became an independent State, but there exist major economic, political and social problems which constitute serious obstacles to the promotion of compulsory education.

The study of the problems and the difficulties which need to be surmounted before realistic progress in the direction of compulsory education can be made was greatly assisted by the facilities which were provided in Iraq. Immediately on my arrival the Minister of Education stated that every assistance would be afforded by himself and his colleagues at the Ministry, that free access would be given to relevant reports and records, and that he had made arrangements for the Provincial Governors and Provincial Directors of Education to provide unrestricted means of visiting schools and seeing the conditions of the country.

With such generous facilities it proved possible to visit some 150 primary schools and a number of secondary schools and training institutions, in nine out of the fourteen provinces of Iraq. Visits were also paid to towns, villages, private homes, teachers' clubs, farms, irrigation projects, land settlement schemes and industrial and commercial concerns. A significant feature of these visits, and of the many discussions with teachers, Government officials, sheikhs, farmers, agricultural workers and others was the great courtesy, frankness and generous hospitality that was shown. Thanks to the assistance of so many friendly people it was possible to venture as far north as the provinces of Mosul, Erbil, Sulaimaniya and Kirkuk, to see much of the educational and social arrangements in Baghdad, and to travel through the southern provinces of Kut, Hilla, Amara and Basra. To see schools and meet people of all ranks in the mountains of Kurdistan, the northern desert and uplands, the great southern plain and the marshes of Amara was in itself an education, and provided realistic evidence

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122 both of educational progress already made and the great obstacles which still have to be overcome.

121 While these visits were being made, a decision had to be taken as to the best means of using the limited time available. It seemed that the report on the study should take one of two forms. It could be a strictly limited account of the administrative action which would need to be taken to apply some measure of compulsory education in the fairly immediate future, together with detailed statistical data concerning towns and villages in each province in which the completion of primary school provision would enable compulsory education to be declared. This form of report was not, however, considered desirable for two reasons. First, it would have meant that, instead of visiting schools, seeing the general conditions of the country and meeting people representative of the different aspects of Iraqi life, most of the time would have had to be spent sitting at a desk in the provincial education offices and at the Ministry of Education itself. This is not the best means of attempting to feel the educational pulse of a country. Secondly, such a report was made a few years ago by the 'Ten-Year Plan Committee' referred to in the following pages. But little achievement in the direction of compulsory education arose from that most valuable report, mainly because certain major administrative reforms essential to its application were never carried out.

Consequently, it was decided that the study would probably be more valid, although more general, if it were based on the continuance of personal visits to schools and the other places indicated. It was felt that it would then be possible to consider prospects of compulsory education in the wider setting of the changes and developments that are taking place or need to take place. Administrative and other recommendations for practical action would have to be made, but these would arise from actual evidence and not from notions derived from the academic study of not entirely reliable statistics.

After many such visits up and down the country, during which impressions both of a general and particular nature were accumulated, it became clear that the report on the investigation could conveniently follow the sequence of a brief survey of the conditions of the country, an analysis of the educational needs of Iraq, an impression of the extent to which these needs are being met in the existing system, and an appreciation of the economic, political and social factors assisting or impeding educational advance. It soon became evident, however, that although there are many serious obstacles to the development of compulsory education, the study would be incomplete without reference to the significant